

Members, the same might be made available to the members of the Assembly also. He added that at least the particular section requiring amendment might be made available to the members to enable them to discuss the subject after knowing its details.

THE SECOND MEMBER OF COUNCIL observed that, in certain cases, Government had supplied the bills to the members, but they were not bound to do so, and besides it was not always possible.

THE DEWAN observed that, if it was possible to place the bills before the House, Government would do so. It was however not necessary to quote the various sections and the alterations proposed. Government were not always bound to do so. As far as possible, Government would furnish all necessary information in the statement of general principles.

REPRESENTATIONS.

No. 1.—Permanent retrenchment in the pay of higher officers, Mr. Settara Siddappa, Tarikere Taluk.

MR. BAGAMANE DEVA GOWDA (on behalf of Settara Siddappa) represented that the pay of higher officers should be permanently retrenched. He said that it was not his intention to take much of the valuable time of the House by dilating on the subject which had been discussed in all its aspects in other quarters, and requested the Government to accept it.

MR. B. P. BASAPPA SETTY pointed out that, as the prices of foodstuffs had gone down and as there was a great need for effecting retrenchments in expenditure, the salaries of higher officers might be retrenched by at least 20 or 25 per cent. This would not, in any way, inconvenience them.

CAPT. Y. V. AYYA pointed out that the Imperial Government had proposed reduced scales of salaries to future incumbents and represented that a similar procedure might be adopted in the State also. Thereby, he said, a decent amount would be saved for being spent on more useful purposes.

MR. T. MARIAPPA pointed out that, though the reduction in the salaries of officers was 10 per cent, virtually it was not more than $2\frac{1}{2}$ or 3 per cent if the other concessions shown to them were taken into consideration. It was clear from the Dewan's Address to the Assembly that all possible measures of economy were being pursued to meet the present situation.

The speaker thought that a further cut in the salaries of the higher officers of Government would tend to reduce the budget deficit and would make more money available for expenditure on nation-building departments.

THE DEWAN observed that it would not be possible to accept the recommendation for the present, but it would be noted.

No. 2.—Abolition of certain posts in the State Service.

Mr. V. Venkatasamy Chetty, Chikballapur Municipality.

MR. V. VENKATASAMY CHETTY represented that the following posts be permanently or temporarily abolished as a measure of retrenchment in view of the financial difficulties of Government:—

(1) The posts of four Deputy Commissioners in charge of the districts, the work in the eight districts being distributed among the remaining four Deputy Commissioners.

(2) The posts of half the number of existing Assistant Commissioners, there being not more than two Assistant Commissioners for revenue work in a district.

(3) The posts of the Deputy Directors in all the Departments of Government in the State.

(4) The posts of Superintending Engineers.

(5) The post of Chief Superintendent of Botanical Gardens who is highly paid.

He added that, in the Madras Presidency, the area of a district was much larger than in the State. In the Mysore State, there were eight districts in charge of eight District Officers besides nearly 200 to 300 Assistant Commissioners. The Government were passing through a period of financial stress and were finding out ways and means to reduce their expenditure. One way of reducing expenditure was to reduce the number of districts to four and the number of officers by 50 per cent. Some years back, the administration of the State was being carried on with half the number of existing officers and he could not understand why the same should not be possible at present. He was strongly of the opinion that the number of districts could be reduced to four. He was also of the opinion that the number of officers in the several departments of the State could be easily reduced without, in any way, impairing the efficiency.

MR. M. SUBBAIYA agreed with the suggestion of the previous speaker that the number of Deputy Commissioners could be reduced. He added that if it was not possible to reduce the number to 4 all of a sudden, it might be reduced to at least 6 for the present.

LOKAHITAISHI H. NANJUNDARAJ URS pointed out that the Mysore District had about 16 taluks and the Deputy Commissioner of the District had been able to manage the district in addition to the extra work devolving on him, such as reception of guests and other important duties, Mysore being the capital of the State. On the other hand, the other districts had only 5 to 10 taluks. If they were regrouped on the lines of the Mysore District, there would be only five districts. By such an arrangement, a lot of expenditure would be saved to Government. In the past there were only three districts and the administration was in no way inferior to what it is at the present day. As the Deputy Commissioners were relieved of their police work, district board work and work pertaining to the municipalities, they should not find any difficulty in administering districts with larger areas.

THE DEWAN observed that there was a proposal to split the Mysore District into two when the irrigation under the Irwin Canal developed. If a district was too big, it was not possible for the Deputy Commissioner to pay adequate personal attention.

LOKAHITAISHI H. NANJUNDARAJ URS said that though the number of civil courts had increased, the disposal of cases was in no way better than what it was in the past. Similarly, increasing establishments in other departments would not bring about efficiency. Nor would any purpose be served by creating new establishments merely on the ground that similar establishments existed in Simla and other places. Once a District Officer of the Shimoga District told him that he had barely two hours work a day.

MR. S C. MALLIAH said that while the Deputy Commissioner of the Mysore District could manage such a large district, there was no reason why the other District Officers should have smaller districts in their charge. The districts might be regrouped and their number reduced. At a time of financial stringency like the present, recommendations like the one under discussion should be examined by the Government, more so in view of the fact that the scope for new taxation was very little. Just as the Government had reduced the salaries of their servants to meet the present situation, they might also reduce the number of districts at least temporarily till the advent of better times.

Referring to the Education Department, Mr. Malliah pointed out that as the control of primary education had been transferred to the local bodies there was no need for

the Deputy Directors. Side by side with the expansion of primary education, there should be more middle schools to absorb the boys coming up. Funds must be provided for that purpose. So, it was high time to abolish the posts of Deputy Directors and utilise the savings therefrom for more useful purposes. The Retrenchment Committee had recommended the abolition of the posts of the Deputy Directors of Public Instruction, but it was not clear why that recommendation was not accepted by the Government.

In respect of the Agricultural Department, the speaker said that there was no object in having a Deputy Director on Rs. 1,000 when the work of such an officer could be done by an ordinary Inspector. It was high time to reduce expenditure on such unnecessary items and enhance grants to the nation-building departments.

Referring to the reply of Government on a previous occasion when the same proposal was brought up, *viz.*, that it was not feasible to reduce the number of districts in the State, Mr. H. C. DASAPPA pointed out that the Madras Government also was considering the question of reducing the number of districts as a measure of economy. For instance, although the Coimbatore District was much larger than any of the districts in the Mysore State, yet the question of amalgamating the Nilgiri District with it had already been decided upon. Similarly, there was a proposal to abolish the Anantapur District and amalgamate it with the neighbouring district. While such was the case in the Madras Presidency, it ought to be feasible in Mysore also to reduce the number of districts. Mysore was the biggest district in the State and was being managed all along by one Deputy Commissioner. The speaker did not believe that there was any need to bifurcate it. The other districts were comparatively very small and there ought to be no difficulty in amalgamating some of them with the contiguous districts. There was no doubt that the proposal to reduce the existing number of districts would, to some extent, reduce the powers of Government in the matter of patronage. But that should not stand in the way of economising expenditure in times of real distress. He therefore suggested that the Government should take courage into both the hands and act according to the opinion of the Assembly.

In regard to the posts of Superintending Engineers, he reminded the Government that they had almost agreed to their abolition, but that in the end they changed their mind and allowed them to continue. This showed that these

appointments were retained for the sole purpose of finding higher berths to the departmental officers, irrespective of the fact that they swelled the cost on establishments.

Then there were the highly paid posts of Deputy Directors in the Agricultural and Education Departments which could be done away with. Now that the grants to these departments were cut down considerably, it was not possible to find adequate work for the officers. He therefore urged the abolition of these superfluous posts. Although they might not be abolished immediately, it should be possible to do so when the present incumbents became superannuated.

MR. D. S. MALLAPPA also strongly supported the representation. He was of opinion that the expenditure of Government on establishments was increasing disproportionately to the revenues they could obtain. The result was that not only adequate funds could not be found for nation-building departments, but also no provision could be made towards redemption of debt. This, he thought, was a serious state of things and every attempt should be made to confine the expenditure of the State to the revenue. He felt that by the additional appointments indicated in the representation the raiyats were not in the least benefited. There were also, in his opinion, more Assistant Commissioners than there was real need. In these circumstances, he thought that Government should go about retrenchments in earnest. He was strongly of opinion that by accepting the proposal before the House there was no fear of loss of efficiency of the services.

MR. K. VENKATASWAMIAH reminded the Government of the promise made at a previous session of the Assembly that they would consider the suggestion to reduce the malnad districts from 3 to 2 and the maidan districts from 5 to 4. It could not be seriously contended that a slight increase in the size of a district would make it unmanageable by one Deputy Commissioner, especially in view of the fact that experience had shown that it was quite possible for one Deputy Commissioner to manage a big district like Mysore as efficiently as another Deputy Commissioner in charge of a smaller one like Kadur. He therefore urged that the proposal made by the Assembly so frequently should be seriously considered. He was also of opinion that generally the increase in the number of officers acted more as a hindrance to orderly progress of the State and to the best interests of the raiyats. For these reasons, he thought that the superfluous

establishments should be cut down and that the measures of retrenchment already taken should be made permanent.

In endorsing the views of the previous speakers, CAPT. Y. V. AYYA urged that Government should give effect to the promise already made in regard to the amalgamation of districts, as there was pressing necessity for reduction of expenditure at present. In the Madras Presidency, in addition to extending the district area, several revenue sub-divisions were also being amalgamated. Though the Government were aware that there was not sufficient work for the Deputy Commissioners under the existing arrangement, they were disinclined to depart from the tradition. He urged that Government should also re-examine such of the recommendations of the Retrenchment Committee as were not accepted by them and effect further economies. While Government had reduced the allotments for primary wants like provision for water supply and dispensaries, it was regrettable that there was no reduction in the number of higher appointments.

MR. G. MALLANNA was in favour of the amalgamation of districts and instanced the case of the Ramnad District which was nearly half the size of the Mysore State and was being administered by a single Collector. Though a sudden change could not be made in Mysore in that respect, he urged expeditious action in the matter of abolishing highly paid superfluous posts. He also supported the other retrenchments proposed in the representation.

MR. M. S. LINGE GOWDA was in favour of reducing the number of districts from 8 to 4 on the following grounds :--

(1) Under the existing arrangements, the Deputy Commissioner had not sufficient work; some had hardly $1\frac{1}{2}$ hours work a day, consequent on the transfer of the district board work to non-official Presidents;

(2) the Deputy Commissioner had only 2 appeal cases to hear in a week which took him 2 hours each;

(3) the work of inspection was the least taxing; the place chosen for *jamabandi* was generally a road-side village accessible to motor traffic, where he could command all personal comforts;

(4) visits to interior villages were very rare as very few Deputy Commissioners maintained horses after the advent of the motor car;

(5) the routine work was being looked after by the numerous assistants, and beyond directing the subordinates, the Deputy Commissioner had little to do by himself;

(6) the advent of motor car having considerably facilitated touring, the jurisdiction of the district could be easily doubled;

(7) the means of locomotion now available was another justification for extending the boundaries of the district;

(8) since it was the officer of the lower cadre that did the spade work, there was no need for 8 Deputy Commissioners in a small State; and

(9) at present, the villages were being administered by local self-government institutions, and to that extent the work of the higher officers was reduced.

He concluded with the observation that, if the number of Deputy Commissioners was reduced, he would have no objection even to enhancing their present pay by Rs. 100.

MR. K. T. BHASHYAM IYENGAR pointed out that, when this question was discussed on previous occasions, the Government had not taken it seriously, apparently because that was a time of surplus budgets. But now the times had changed and need has been felt for undertaking all possible measures of economy. In his opinion, the administration of Mysore was top-heavy when compared with that of the neighbouring presidencies. There were more higher officers in Mysore than there was real need for them. One district of Bombay or Madras was equivalent to four of Mysore. That meant that for one district officer of those parts, there were four in Mysore. He therefore thought it desirable to reduce the number of such officers by reducing the number of districts. He was also of opinion, that instead of abolishing ten posts on smaller pay, it was better to abolish one post on higher pay. Even if it be not possible to reduce the number of districts to four all at once, he suggested its being reduced to six to start with. The non-official members fully sympathised with the difficulties of Government and were interested in finding a way out of their present financial embarrassment; and in this view, he requested the Government to give a trial to the suggestion made in the representation even if it be for a temporary period.

He was not one of those who apprehended that, by reducing the pay of higher appointments in Mysore, the best intellect would quit the State in quest of more remunerative jobs. The Mysore officers were very patriotic and the lesser the pay they are given, the greater will be the incentive for them to evince that patriotism.

In this connection, Mr. Bhashyam Iyengar requested that the Assembly members might be supplied with copies of the recent Retrenchment Committee Report to enable them to suggest further economies in expenditure. He also suggested that a committee of 7 or 8 members of the Assembly might be constituted to go into the question, of further retrenchments and submit their recommendations.

MR. IBRAHIM KHAN also suggested the abolition of the posts of Superintending Engineers and Assistant Engineers in the Public Works Department as all the public works were got executed on the contract system, which could be effectively supervised by the subordinate officers and the Executive Engineers. As the villages were not deriving any benefit from the appointment of Health Officers, he was for retrenching these appointments also.

THE FINANCIAL SECRETARY TO GOVERNMENT concurred in the main with the object of the representation which was to bring about further retrenchment in expenditure. So far as that question was concerned, he assured the members that there was no difference of opinion between the Government and the Assembly and so it was that they had appointed a Retrenchment Committee who considered the question at length and made certain recommendations on which Government passed orders recently. They also accepted most of the recommendations of that committee and gave practical effect to them resulting in a saving of Rs. 35 lakhs. The proposals now under discussion were not capable of being decided upon all at once. The present system of district organization was 30 years old and the Retrenchment Committee of 1922 had opined that it was not desirable to disturb that organization. Even the last committee did not recommend specifically that the districts should be reduced by one or two, but had only hinted that the possibility of such a reduction might be considered by Government in due course. If the Government did not pursue this question till now, it was because the savings effected by the abolition of one district would not exceed Rs. 40,000. The total savings taking all departments represented in the districts were not so substantial as to override administrative considerations. As against this savings, it had to be considered whether the existing facilities to the people in the matter of treasury transactions, etc., would not be denied to them. The revenue collection work was also sure to suffer as a result of the abolition of the district treasury. For the sake of a small saving of Rs. 25,000, it was not considered desirable

to dislocate the revenue administration. It was considered more feasible to think of alternative proposals to save an equivalent amount or more. Such proposals have been and are being considered by Government. He assured the Assembly that the need for retrenchment was recognised by Government and that it would be given effect to in all possible ways with the least amount of dislocation of district administration. So far as the amalgamation of districts went, he said that Government had not yet reached a decision as they had to weigh in the balance the advantages and disadvantages of the proposal. He was even afraid that the people of the district concerned might not agree to the proposed abolition.

At the request of some members, the Financial Secretary then read extracts from the Retrenchment Committee Report of 1931 bearing on the question of the amalgamation of districts.

MR. BAGAMANE DEVA GOWDA enquired why the Government should hesitate to amalgamate the Kadur and Hassan Districts when the people themselves had made the proposal.

THE FINANCIAL SECRETARY replied that Government wished to take time to consider how the raiyats and the work of revenue collection would be affected by the proposed change.

THE DEWAN observed that, if the saving resulting from the amalgamation of Kadur and Hassan Districts was only Rs. 24,000, there would not be much use in giving effect to it causing considerable inconvenience to the people.

MR. K. T. BHASHYAM IYENGAR said that the above savings was in respect of the Revenue Department only and that departments like Medical, Education, Excise and Forest might bring in a larger amount.

THE DEWAN explained that the anticipated saving was problematical and that for such a small sum, it would not be proper to change the existing well-established organization.

MR. V. VENKATASAMY CHETTY urged that the appointments of Deputy Directors in the Education and Agricultural Departments might be abolished.

THE DEWAN replied that they would be given effect to as far as possible.

MESSRS. JATRA NAIK and RAMALINGAM did not favour the abolition of the districts but admitted the need for cutting down the expenditure on administration because of the economic depression now prevalent. They, however, advocated the abolition of unnecessary appointments in the

Forest and Education Departments and the utilisation of the resultant savings in uplifting the depressed classes.

On behalf of the Government, the FINANCIAL SECRETARY accepted the object underlying the proposed retrenchment and assured the House that all attempts were being made to reduce the expenditure.

The representation was noted.

At this stage, the Assembly rose for lunch and met again at 3-30 p.m.

No. 3.—Increasing the representation of Backward Communities in the grades of Deputy Commissioners and departmental heads.

Messrs. D. S. Mallappa and M. Basaviah, Tiptur Taluk; and G. K. Mallappa, Tiptur Municipality.

MR. B. P. BASAPPA SETTY prayed that steps be taken to speedily increase the representation of backward communities in the grades of Deputy Commissioners and departmental heads by recruiting officers from lower grades of civil service or by direct recruitment. He pointed out that, out of the present eight Deputy Commissioners, only two belonged to the backward communities. It was therefore clear that the representation of the backward communities in the grade of Deputy Commissioners was not adequate. Although Government orders on the Miller Committee Report contemplated increasing the representation of backward communities in the services to 50 per cent, yet that proportion had not been reached due to various causes. One of such causes was that the appointing officers belonged to forward communities who did not always help recruitment from backward communities. That was the main reason why the number of Non-Brahmin Deputy Commissioners at the present day was so small. There was not a single Deputy Commissioner belonging to the two major communities—the Vokkaligar and the Lingayet—although there were any number of candidates in the service fit to fill those posts. He therefore requested that the representation of the backward communities in the higher grades should be increased.

In supporting the above views, MR. H. C. DASAPPA suggested that appointments of provincial officers should not be made merely on considerations of seniority, but that they should be based on real merit combined with other general qualities of sympathy, broadmindedness, etc., as is done in British India. He thought that such appointments should ordinarily be made by selection of suitable officers from the backward communities.

THE DEWAN observed that, so far as promotion was concerned, it was not possible to be guided by considerations of caste or community. Merit alone ought to be the criterion.

MR. H. C. DASAPPA agreed to that principle. But he wanted to know how and on what basis the question of merit was determined.

THE DEWAN replied that the question of merit could only be decided by Government who were in the best position to judge of an officer's capacity, etc.

MR. H. C. DASAPPA observed that the test of efficiency or merit lay not merely in the holding of B.A. or M.A. Degrees or any such other academical qualifications, but also on broad sympathy, winning manners and the capacity to mix easily with the people and learn their grievances, etc. That broad principle had been recognised by British Indian Governments and it was in accordance with the acceptance of that principle, Executive Councillors and High Court Judges there, were appointed from among the members of the backward communities wherever their representation was low, to the exclusion of senior members of forward communities. So communal considerations also did prevail there without at the same time impairing the efficiency of the service. If such a thing could be possible in British India, it ought to be possible in Mysore where there was no dearth of capable members of backward communities in the lower rungs of the public service.

THE SECOND MEMBER OF COUNCIL enquired whether, by doing so, juniors would not be made to supersede their seniors for no other reason than of communal consideration.

MR. H. C. DASAPPA replied that there ought to be what should be known as supreme considerations of State interests which should prevail in the selection of officers to the top grades. One particular community could not be allowed to monopolise power in its hands. Supreme considerations of the interests of the State require that power should be distributed fairly equally among all the communities. Such a thing should be done at least in the cadre of Deputy Commissioners.

MR. P. SUBRAMA CHETTY pointed out that some time back a Non-Brahmin officer was appointed as acting Deputy Commissioner for a few months, then reverted and then some Brahmin officer was appointed to the same place. He thought that perhaps might be the reason for the representation being brought forward before the House.

THE DEWAN replied that he was not prepared to discuss individual cases in the House. But what all he could say was that the members should have confidence in the judgment, the sense of fairplay and justice, and the motives of Government. He did not think that Government could carry out the principle of communal representation in the top grades under consideration.

MR. P. SUBBARAMA CHETTY pointed out that it was not the purpose of the representation to urge the appointment of members of backward communities who were inefficient and lacking in character. But, when there were two officers of equal ability, he suggested that preference should be shown to one belonging to a backward community.

MR. D. S. MALLAPPA observed that, for the past 20 or 30 years, there were very few Non-Brahmins in the higher grades of service. And if, even after the lapse of so many years, there was not adequate representation of the backward communities in the service, that would only show that the policy of Government in regard to appointments required a change. His own opinion was that all classes of people should be given equal opportunities to serve the State. Then only there would be satisfaction on all sides. Work also would be done better and more efficiently. He was therefore of the opinion that promotion should be given to the more efficient among Assistant Commissioners belonging to backward communities, so that they may be able to get into the grades of Deputy Commissioners more rapidly until the required proportion of representation was obtained. In British India, the principle of representation of the backward classes in the higher services had been recognised. In Mysore also, a convention like that had been recognised in accordance with which one of the posts of Executive Councillors was always reserved for a Non-Brahmin. He failed to see how that could be done if there was no representation of backward communities in the grades of Deputy Commissioners and departmental heads. He therefore desired that the principle of communal representation should be extended to even the top grades under consideration. He was even in favour of direct recruitment to those grades. He finally appealed to Government to consider the representation sympathetically and afford opportunities to the backward classes also to serve the State.

MR. B. S. PUTTASWAMY also pointed out that no new principle was involved in the matter under discussion.

For supreme considerations of the State as Mr. H. C. Dasappa said, seniority should not be the sole ground for promotion but officers of backward communities with equal abilities should be appointed in the higher grades also. Public service ought not to be the monopoly of a few communities only. If that was conceded, there was no difficulty in accepting the principle of the representation. He was of the opinion that, unless the appointing officers were members of the backward communities, the recommendations of the Miller Committee would not be worked. Hence he also prayed that, as far as possible, steps should be taken to increase the representation of backward communities in the top grades also as prayed for.

CAPT. Y. V. AYYA suggested that, just as Government had a convention that one of the Executive Councillors should be a Non-Brahmin, so also they might have a convention that at least a certain portion of the higher officers should be Non-Brahmins.

MR. B. SIDDALINGA SETTY requested that the recommendations of the Miller Committee should be brought into force literally.

MR. S. V. HANUMANTHA RAJU represented that although among the minority communities there were men highly qualified educationally, yet many of them were unemployed, and requested that appointments might be given to them.

THE SECOND MEMBER OF COUNCIL replying observed that the policy of Government was that members of backward communities should be represented in the higher grades as far as possible. That was well known and did not require to be re-stated. But it was not the policy to do this by denying legitimate promotions to the members of forward communities. Even the Government Order on the Miller Committee Report said that preference should be given to members of backward communities only in the matter of recruitment and not in respect of promotion. Accordingly in direct recruitment, three-fourths of the places are given to Non-Brahmins. But, if promotions also were to be made according to communities, as was urged in the House, that would result in undeserved supersessions which would cause dissatisfaction and grave discontent in the service, which would naturally result in inefficiency.

Again it was said that the principle of communal representation was recognised for appointments to the Executive Council. That was no doubt true. That principle

which was adopted by Government for a long time as a matter of State policy cannot be extended to all classes of appointments. He would like to ask who were the persons that now came up to the grades of Deputy Commissioners. They were men recruited to the service some 15 or 20 years back. A Deputy Commissioner did not come to that position suddenly. It would be a long number of years before he came to that grade. Instancing his own case, the Member said that he took 16 years to come to the Deputy Commissioner's grade. So, much time would necessarily have to elapse before the effect of the new rules of recruitment could be perceived. For instance, Government were appointing revenue probationers. Three-fourths of them were Non-Brahmins. In the course of a few years, they would become Assistant Commissioners and a few years thereafter they would become Deputy Commissioners also. So, if the suggestion was that there should be equalisation of representation of communities in the grades of Deputy Commissioners and departmental heads immediately, that was not possible without creating much discontent in the service. And Government were not prepared to accept that principle.

CAPT. Y. V. AYYA enquired whether, in British India, the Ministers were not being appointed from among the backward communities and whether they were not discharging their duties quite satisfactorily. It was not the desire of the members, he said, that Non-Brahmins should be promoted to the top grades under consideration exclusively to the disadvantage of Brahmins and that all appointments should be given to Non-Brahmins. But, it was their desire that only a certain proportion of promotions should be on communal considerations also. That was not at all impracticable. Further it was in the interests of the State and in the interests of public service.

THE SECOND MEMBER OF COUNCIL replied that altogether a new principle was being enunciated to which Government would not agree. There was no intention of making promotions on the ground of community.

CAPT. Y. V. AYYA said that, if that was so, there would be no chance for the members of the backward communities reaching the top grades even after the lapse of 30 years. His view point was that Government should have efficiency alone as primary consideration and not seniority. He requested that, for the present at least the existing officers of backward communities in the lower grades of civil service should be promoted to the higher grades.

MR. H. C. DASAPPA suggested that every fourth vacancy in the Deputy Commissioner's grade must be given to a Non-Brahmin. If that was done, he was of the opinion that there would be no question of supersession.

With reference to the question of supersession referred to by the Second Member, the speaker wanted to know whether the Government were not selecting now men from the lower rung of the service for appointments to Amildari and if that was so, whether it did not mean any supersession over the existing officers in the Amildari grade.

THE SECOND MEMBER OF COUNCIL replied that there was no question of supersession in that case. Government were at present appointing revenue probationers and also selecting men from other departments for Amildari posts. But in the case of appointments to the Deputy Commissioner's grade, that was a different matter. The Assistant Commissioners were specially trained for the higher posts. They were doing their duties which the Deputy Commissioners did. Hence there could be no question of selection on communal grounds.

MR. M. C. LINGE GOWDA observed that the main object of Government was that the revenue administration should be as efficient as possible and that it should not suffer. By extending the principle of communal representation in the top grades of the revenue administration, he was of the opinion that the efficiency would not suffer. He therefore requested Government to consider the representation sympathetically.

MR. G. MALLANNA admitted that without supersessions there could be no immediate appointments to the grades of Deputy Commissioners. But when Government were now superseding officers in the subordinate ranks, he did not understand why a similar thing should not be done in the higher ranks also.

In agreeing with the above views, MR. S. C. MALLIAH observed that so long as public service was not the monopoly of one particular community, there was no reason why the principle of communal representation should not be extended to appointments in the top grades also. After all there were only eight appointments of Deputy Commissioners of which four were asked to be given to Non-Brahmins. Even in that case, there were already two officers belonging to Non-Brahmin communities and what was required was that the other two appointments should be given to Non-Brahmins. By so doing, he did not know how there could be much

discontent in the service. It was not said that inefficient officers should be appointed. By all means let efficient men be appointed. But if seniority also was to be strictly adhered to by Government in the matter of appointments to the top grades, then the grievance of the people would be that there would be no adequate representation of the backward communities in the higher service also, although the main principle of communal representation in the service had been accepted. One thing to be considered in this connection was that the members of the House were not asking for representation in a technical department where technical skill was necessarily required, and as such only very highly technically qualified people were to be appointed. But so far as the Revenue Department was concerned, it might be that such communal representations involved supersessions. But Government were making such supersessions in certain cases on considerations of inefficiency, incapacity to manage, etc.

THE SECOND MEMBER OF COUNCIL replied that if supersession was made on account of inefficiency, that was a different matter, and no discontent would arise in such a case. But there would be a legitimate discontent if there should be supersession over efficient men. Hence Government at present had no intention of departing from the principle that promotions to the higher grades could not be made on communal considerations.

MR. S. C. MALLIAH represented that that principle was enunciated long long ago and times having changed now, it was but expedient that that principle also should be modified to a little extent to admit of communal representation.

The representation was however noted.

No. 4.—Providing Government appointments to the educated men belonging to minority community of the backward classes who are very poor and who are remaining unemployed.

Mr. S. V. Hanumantha Raju, Minority Interest (Arya Kshatriyas).

MR. S. V. HANUMANTHA RAJU represented that since it was very difficult for the educated men belonging to the minority community of a backward class to get Government appointments, two more headings in the application forms of the Central Recruitment Board might be opened, *viz.*,—

(1) Does the applicant belong to a minority community of a backward class?

(2) Is the applicant without his family profession? He prayed that preference should be given to such applicants.

THE SECOND MEMBER OF COUNCIL replied that the question would be considered by the Central Recruitment Board.

No. 5.—Revision of the Fees levied in respect of *hissas* in connection with the Record of Rights Scheme.

Messrs. M. B. Gurulingiah and Veerasanjeevegowda, Closepet Taluk; A. M. Venkatasamiah, Closepet Municipality and T. Madiagowda, Special Interest.

MR. GURULINGIAH represented that the fee of Rs. 2 levied for each sub-division in connection with the Record of Rights Scheme was very heavy and prayed that the *phod* charges might be reduced after ascertaining the actual expenditure incurred by Government on that account. He also prayed that the fee of eight annas now levied in respect of entire survey numbers might, in the case of owners of lands who happened to be *khátedars* and *anubhavadars* of such entire survey numbers, be waived and the entries recorded free.

MR. A. M. VENKATASAMIAH supported the above views. He added that however small in extent a *hissa* may be, the required fee of Rs. 2 was to be paid. The iniquity of the levy and the justice of the complaint had been long ago brought to the notice of the Revenue Commissioner, who had said that he would recommend to Government a reduction in the rate. But nothing resulted therefrom.

The speaker then narrated the difficulties experienced by the raiyats in different villages owing to the *phod* charges being excessively high. For instance, a *hissa* contained a few *guntas* and there were as many as 40 *hissas* in a survey number. In Bannigiri, a large survey number contained 40 *hissas* each of 13 *guntas*. More or less similar was the case in respect of survey numbers in the villages of Hosur and Ramanahalli. For a land not worth even Rs. 10 as much as Rs. 70 as *hissa* fees had to be paid.

Again, there was another instance of a land the assessment of which was Rs. 4 but the *hissa* fees came to Rs. 20 and even more. In another instance, where the Jamabandi itself was Rs. 1,000, the *hissa* fees amounted to Rs. 2,000. From these examples it was quite evident, he said, what great hardship was being felt by the raiyats due to the *phod* charges being excessively high. On a previous occasion, it was represented to Government that the fee of Rs. 2 might be levied for the first *phod* and Re. 1 for each subsequent *phod*; but as far as he knew even that representation had not been favourably considered by Government.

The next point was that for entries in the registers a fee of 8 annas was charged. Even that levy was a great hardship.

He therefore prayed that the *phod* charges of Rs. 2 be reduced and the *hissa* fee of 8 annas waived and entries of subdivisions recorded free in the new registers according to the Record of Rights Scheme.

MR. G. MALLANNA said that he knew of an instance of a survey number consisting of 8 acres of *kushki* land in which there were as many as 32 sub-divisions and for which the owner who was very poor had to pay nearly Rs. 64 or Rs. 70 as *phod* charges. And after all the land was worth not more than Rs. 120. It was apparent from this how the excessiveness of the *phod* charges was being tellingly felt by the poor raiyats.

MR. L. VEMA REDDY spoke in favour of the representation. He also instanced the case of a person having to pay Rs. 2,000 as *hissa* fees although the total land revenue he was paying was Rs. 1,000. The speaker was of the opinion that only the actual cost of *phoding* should be recovered. The country being predominantly agricultural, the raiyats were the backbone of Government and on their prosperity depended the only prosperity of the Government. But, if at every step their lifeblood was sucked in this way, it was impossible for them to prosper. When the scheme was originally introduced, the raiyats thought that it would be beneficial to them. But now they were in a fix. They were neither unwilling to have their *hissas* demarcated and rights settled nor were they able to bear such heavy charges. Hence he did not think that it was justifiable on the part of the Government to demand a high rate of *phoding* charges.

MR. M. G. LINGE GOWDA also supported the representation. Although the introduction of the scheme was certainly beneficial to the raiyats, yet, in the actual operation of it, they were put to considerable hardship. In most cases they had to pay as *phoding* charges amounts greater than the *kandayam* itself. For instance, in Balaghatte village near Melkote, the *phoding* charges came to as much as Rs. 1,600 when the land revenue itself was Rs. 800. Similar was the case in most survey numbers in the villages of Hunsur and Kiremadi. He was therefore of the opinion that the *phoding* charge should be reduced and that if it could not be reduced, it should at least be collected in instalments.

THE DEWAN said that the idea was that only the actual cost incurred should be recovered and there was no question

of making any profit out of the scheme. He however promised to consider whether it was possible to limit the fee to the actual charges incurred by Government. But it was not possible for them to agree to recover the amounts in instalments.

MR. VENKATAVARADACHAR thought that, if the help of the raiyats was taken by the Survey Department, it might be possible to reduce the cost.

THE REVENUE COMMISSIONER in replying observed that it was possible that the *phod* charges were somewhat excessive. He also admitted that the scheme of Record of Rights was rather a costly one to the raiyats. The work comprised two stages. Firstly, the Revenue Department should make preliminary enquiries. Secondly, the Survey Department should measure and prepare maps and plans. In certain taluks the survey work would be more comprehensive than that done even at the original survey. In the survey map each *hissa* or sub-division would be demarcated and the amount of assessment payable on each such separate piece would be indicated. Every such *hissa* would be entered in a special register. So the scheme entailed very heavy work.

It was on account of these certain advantages to the raiyats that steps were taken to introduce the scheme in Mysore. As the department had no definite data of the expenditure involved, it was considered that a sum of Rs. 2 would be sufficient to cover the *phoding* charges. It was true that there was a loud complaint against the fee on the ground that it was very heavy and that in some cases the total charges amounted to double the amount of land revenue paid on the survey number. It was possible for rich landlords to pay such charges. But they weighed heavily on the poor raiyats. It was therefore considered that for the first *phoding* Rs. 2 could be charged and that for subsequent ones the levy could be reduced to half of it. Government passed orders accordingly and the fee was since being collected on that scale. If, in certain places like Closepet, this order was not given effect to, necessary enquiries would be made and the excess recovered would be refunded.

Continuing the Revenue Commissioner observed that the points arising out of the discussion were:—

(1) whether the *phoding* charge of Rs. 2 now levied was excessively high;

(2) whether the help of the raiyats might be taken for surveying, etc., in order to reduce the actual cost of *phoding*;

(3) whether the *phoding* charges could be recovered in instalments; and

(4) whether for recording the entries connected with *phoding* in the concerned registers, the fee of 8 annas now levied should be discontinued and the entries recorded free.

Regarding the first point, he observed that the rate was calculated on the following basis. At present *phoding* work was completed only in 5 or 6 taluks. In some cases the expenditure was 13 annas and in other cases it was Rs. 1-11-0. Hence the average worked up to Rs. 1-3-9. To this must be added the expenditure incurred by the Revenue Department. For instance, the Shambhogs were to be given Re. 0-1-6 for every *phod*. The Record of Rights Inspector and the Deputy Amildar or Amildar had to be paid something for their services. Hence, on the total, the average cost to the Revenue Department came to about 8 annas. So the actual average cost per *hissa* was Rs. 1-11-9 or in round figures Rs. 1-12-0. And this average varied from Rs. 1-9-0 to Rs. 2-5-0 according to the nature of the locality. For instance in the Malnad the actual cost would be naturally high. There was therefore absolutely no intention on the part of Government to make any profit out of the Record of Rights Scheme. From the figures so far received, the expenditure was more or less Rs. 2 per *hissa*. And accounts had yet to come from a few more taluks. If the average calculated on the expenditure of all these taluks was found to be less than Rs. 2 per *hissa*, Government would be only too glad to reduce the *phoding* charges now levied to the actual figure obtained.

Regarding the second point of obtaining the help of the raiyats for surveying in order to reduce the actual cost of *phoding*, he observed that that question also had been considered by Government in the very beginning. Experience had shown that wherever the help of the raiyats was sought for, that help did not readily come, with the result that the work was unnecessarily delayed, and increased the cost on account of the establishment halting in the place for a longer time. Hence, to avoid the increased cost, a flat rate of Rs. 2 had to be decided upon.

The third point was the recovery of the *hissa* fees in instalments. It was urged that owing to trade depression the raiyats were unable to pay the amount in one lumpsum. But what could the Government do for the synchronisation of the trade depression and the introduction of the Record of Rights Scheme? The actual cost should be recovered and the

Government wanted money. It was not possible therefore to recover the amount by instalments.

The fourth point was that the fee of eight annas levied on entire survey numbers should be waived and the entries recorded free. In this connection he wanted the members to consider the advantages derived by the scheme. The position at present was that if X was the actual owner of a holding, Y, an entirely different person may be the *khatedar*. There was no relationship between the *khatedar* and the actual owner. So in order to establish the ownership of the land for purposes of civil suit, the owner should get his name registered in the Record of Rights. Then only his ownership can be recognised by civil courts. But the position was different at present. A *khate* may stand in the name of one person while the actual owner may be a different person altogether. And that could be rectified by registering his name in the new registers. Thus, by registering the ownership, new rights would be conferred. That meant acquisition of title to the lands which could not be disputed. There would thus be conclusive proof of the ownership of the land. If at some later day somebody proceeded against the ownership of the land, he must first produce an extract from the registers of Record of Rights and unless that was done his claim would not be recognised. Hence there were distinct advantages by the registry of the ownership, etc., by reason of which a fee of eight annas was levied, and it could not be waived and the entries recorded free.

MR. BELUR SRINIVASA IYENGAR did not know how extra cost was incurred by Government on account of the entering of the names in the new registers. He also did not know why owners of lands who also happened to be *khatedars* at present should pay the fee simply because their names were to be registered in the new registers according to the Record of Rights.

THE SECOND MEMBER OF COUNCIL said that simply because the *khate* was in somebody's name it did not necessarily mean that he was the owner also and to know the actual position, whether he was the owner or not, some enquiry had to be made, for which the fee was levied.

THE REVENUE COMMISSIONER added that some preliminary enquiry was necessary to find out who the *khatedar* was and who the actual owner was, whether both were different persons or one and the same person, and so on, so that no cases of dispute might arise later on.

MR. BELUR SRINIVASA IYENGAR pointed out that failure to record the names in the new registers did not take away the pre-existing civil rights. The recording, if at all, had only an evidenciary value. It did not confer any new title. Hence there was no justice and equity in the levy of a fee of eight annas.

MR. S. C. MALLIAH did not understand why the fee of eight annas should be levied from a person if he had taken a land on *darkhast* from Government. The recording of rights in such cases was in the interest of Government. If such a fee was levied, it would amount to an additional taxation.

THE SECOND MEMBER OF COUNCIL denied that the recording of rights was in the interest of Government. He pointed out that it was purely in the interest of the raiyats. According to the existing rules, the holdings were in survey numbers, and sub-divisions of holdings were not recognised by the authorities, because any number of sub-divisions might be made. Further, Government did not maintain accounts for sub-divisions. They maintained accounts for the entire survey numbers only. Hence, if the sub-divisions had to be recognised, they should be entered in the registers of the Record of Rights. The fee levied was only for the services rendered. It was therefore not correct to say that it was in the nature of additional taxation on the people. But, as already promised, the question how best it would be possible for the Government to lighten the burden in both the cases, would be considered and orders passed before the Dasara Session.

At this stage THE DEWAN informed the House that such of the members as would like to be enlightened on the Financial Memorandum might attend a meeting to be held on the next day at 8 A.M. in Jagan Mohan Palace Pavilion, when the Financial Secretary to Government would explain the figures.

The House then rose for the day to meet again at 12 Noon the next day.
